aries, together with two consuls to overlook the administration. Bonaparte contemptuously wondered how any man "of some talent and a little honor would consent to play the part of a hog to be fatted on so and so many millions." He called on Daunou for suggestions, but that ardent republican desired both a strong executive and a strong direct expression of the popular will. The new autocrat felt that the latter must be avoided at any cost, and proposed, through one of his creatures, an executive of three consuls, of whom the first should serve for ten years and be the head of the state. His should be the right to execute the laws, and his alone the appointing power. Since he was to nominate the members of the council of state, he should also have the power to initiate legislation. In case of need he might act by administrative process; that is, he might legalize any regulation whatsoever as an administrative necessity. He might rule by decree. This centralizing engine of despotism was made complete by a system of prefects modeled on that of the royal intendants, and intended to be the copestone of the structure. It was adopted, and still prevails in republican France. In every administrative division of town or country the local councils, under stringent regulations as to the scope of their deliberations and decisions, were intrusted to the charge of a prefect. This petty dictator was the sworn servant of the central power, appointed or removed by it at pleasure. Through these men the hand of the First Consul was on every hamlet, village, town, and city. In fact, even the mayors of the great towns were his appointees.

This monstrous but marvelous charter, though nominally prepared by them, was offered for discussion neither to the two committees nor to the councils themselves. During the weeks spent in its elaboration, the